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ABSTRACT

The demonstration research project initiated in 1966 sought to identify community needs through interviews with local citizens and county and municipal officials, and through distribution of 800 mailed questionnaires. Following a review of the project's accomplishments to date, the document presents a report of the 1975-77 Statewide priorities focusing on two basic areas: community planning, growth, and leadership; and consumer education. The operating philosophy and objectives of the statewide program are discussed and possible types of activities listed. In the area of community plannning, growth, and leadership, two program thrusts will be emphasized: (1) encouraging selected institutions of higher education to become involved in community service programing, and (2) the development of Statewide programing in the broad area of community development. In the area of consumer education, efforts begun in 1972 will be built on. The paper concludes with a discussion of future plans and a budget proposal. (MW)

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program IMPACT
Community Service and Continuing Education
Higher Education Act of 1965-Title I

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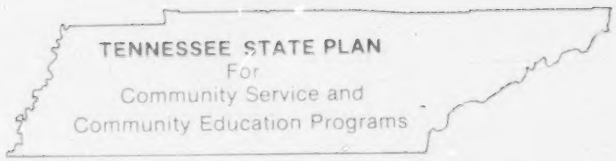
FISCAL YEAR 1975

ANNUAL PROGRAM AMENDMENT

TO THE



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TITLE I, HIGHER EDUCATION ACT OF 1965

ANNUAL PROGRAM AMENDMENT
TO THE
TENNESSEE STATE PLAN FOR COMMUNITY SERVICE
AND CONTINUING EDUCATION PROGRAMS
FOR
FISCAL YEAR 1975

Submitted by the State of Tennessee in accordance with the provisions of Title I of the Higher Education Act of 1965 (P. L. 89-329) and the Regulations promulgated thereunder (45 C. F. R., Chapter I, Part 173).

Approved by The University of Tennessee on June 14, 1974.

By _____
Director
State Agency for Title I

By _____
Associate Director
Institute for Public Service

By _____
Executive Director
Institute for Public Service

This is to certify that The University of Tennessee has been designated as the State Agency for the development and administration of activities in Tennessee under Title I of the Higher Education Act of 1965, and such designation approved by the U. S. Commissioner of Education.

Date on which amendment is effective: July 1, 1974

CERTIFICATIONS

State of Tennessee. I hereby certify that the attached amendment was duly adopted by the State Agency on June 14, 1974, and will constitute the basis for participation of the State of Tennessee under Title I of the Higher Education Act of 1965 (P. L. 89-329).

June 14, 1974 Boyd Hicks

Vice President
for Urban and Public Affairs

State of Tennessee. I hereby certify that the attached annual program amendment of the State Plan submitted pursuant to Title I of the Higher Education Act of 1965 is in itself consistent with State law; and that, as amended, the said State Plan as a whole is consistent with State law.

June 14, 1974 Winfield Dunn
(Date)

Governor

TITLE I OF THE HIGHER EDUCATION ACT OF 1965

CERTIFICATIONS

for Fiscal Year 1975

All participating higher education institutions have signed HEW Form 441 required under the Civil Rights Act of 1964 and the Regulations of the Department of Health, Education, and Welfare.

The State agency hereby certifies that all institutions participating under the plan will together have available during fiscal year 1975 from non-Federal sources for expenditure for extension and continuing education programs not less than the total amount actually expended by those institutions for extension and continuing education programs from such sources during fiscal year 1965, plus an amount which is not less than the non-Federal share of the costs of community service programs for which Federal financial assistance is requested. The State agency has obtained all information including records documenting expenditures necessary to make the above-noted finding and such documents will be kept by the State agency and made available to the Commissioner upon request. (Regulation 173.22)

Date: June 14, 1974

The University of Tennessee
(Name of State Agency)

Paul D. Nash
(Signature of State Agency Representative)

Director
State Agency for Title I
(Title)

TITLE I, HIGHER EDUCATION ACT OF 1965

Annual Program Amendment
to the
Tennessee State Plan for Community Service
and Continuing Education Programs
for
Fiscal Year 1975

This document has been submitted to fulfill the requirements of Section 173.4 of the Regulations governing Title I of the Higher Education Act of 1965. It has been prepared in accordance with Section 173.12 of the Title I Regulations and directives from the United States Office of Education.

A. PROCEDURES FOR IDENTIFYING COMMUNITY NEEDS

The State Agency for Title I in Tennessee completed a demonstration research project on the identification of community needs in Tennessee in 1966. It was the purpose of this project to demonstrate at least two things: (1) one means of identifying the community problems in Tennessee, and (2) methods of opening channels of communications or of beginning dialogues between these college and university staff members and selected members of the communities--governmental officials, influential community leaders, and lay citizens.

As a preliminary to the actual demonstration procedures, a survey instrument was developed which could serve both as a mail questionnaire and as a personal interview guide. At an organizational meeting of representatives from institutions cooperating in the demonstration research project held in Nashville, Tennessee, on June 22, 1966, the survey instrument was introduced and adopted as a guide for the collection of data on community needs in Tennessee. In an effort to utilize the special resources of each participating institution and to capitalize on their familiarity with their various service areas, the State was divided into eight areas and the various institutions of higher education were assigned the responsibility for the project and reporting the results in their respective areas. The geographical unit of community structure in the project was basically the county; however, the larger metropolitan areas were usually considered separately. Of the ninety-five counties in Tennessee, seventy-seven were visited at least once during the project and most were visited several times for the collection of data.

This project sought to make a valid identification of community needs through interviewing the people in a community who could provide information on (1) the problems which existed in their area, (2) the nature and extent of each problem, and (3) the priority of solving these problems. Selective processes, such as stratified random sample by census tracts or districts in the study area, were utilized in determining local citizens to be interviewed. In addition, interviews were held with selected officials in each county, such as elected chief officials of

counties and municipalities, county judges, school superintendents, county farm agents, hospital administrators, welfare workers, home demonstration agents, county health directors, heads of local employment security offices, directors of local planning commissions, chief law enforcement officers, officials of civic organizations, bankers, and newspaper publishers. These county and municipal officials provided much of the information for the area reports, but information from lay citizens was also utilized.

Representatives from these fourteen institutions of higher education in Tennessee participated in the collection of data for the identification of community needs in Tennessee: Austin Peay State University, Bethel College, Carson-Newman College, East Tennessee State University, Knoxville College, Lambuth College, LeMoyne-Owen College, Memphis State University, Middle Tennessee State University, Southwestern at Memphis, Tennessee State University, Tennessee Technological University, The University of Tennessee, Knoxville, and The University of Tennessee at Martin. The culminating activity of this demonstration research project was a Conference for Institutional Representatives, conducted in Nashville on August 4-5, 1967, which was attended by sixty-one representatives from twenty-one institutions of higher education in Tennessee and from various other State agencies. The Statewide Report was discussed, including problem identification and determination of priorities.

To supplement and up-date the data contained in the Statewide Report, the State Agency in March 1968 mailed questionnaires to 800 recipients of this document; the questionnaire specifically requested the identification of other outstanding community problems not mentioned in the Statewide Report and asked for examples of new valuable community service programs which could be undertaken. In addition, the State Agency has reviewed the research publications and literature of the Tennessee State Planning Commission, the Appalachian Regional Commission, the participating agencies in the Tennessee CAMPS (Cooperative Area Manpower Planning System), the Tennessee Education Association, the State Department of Education, the State Board for Vocational-Technical Education, the Tennessee Higher Education Commission, the Tennessee Law Enforcement Training Academy, the Tennessee Arts Commission, the State Comptroller of the Treasury, the Technical Assistance Centers at The University of Tennessee and Memphis State University, the Development Districts and Councils of Government, and the research units of the various institutions of higher education across the State. These data generally document and support the basic information contained in the Statewide Report.

During fiscal year 1971 an ad hoc Committee of the State Advisory Council was appointed to assist the State Agency in its efforts to sharpen the focus of problem areas and priorities for future Title I programming. This Committee decided that a new in-depth identification of community needs would closely parallel the results of the initial demonstration project in 1966, and recommended that the State Agency up-date this identification of problems on a continuing basis through the use of current research information and activities related to community problems and community service programming.

During the past year a number of activities involving the State Agency staff have contributed to a refinement of previously identified problem areas and to the determination of priorities for Title I programming.

Out-of-State meetings included: the Fifth Annual Meeting of the Community Development Society at Vail, Colorado; the Eighth Annual National Conference on Community Service and Continuing Education under Title I at New Orleans, Louisiana; the Annual Meeting of Region III of the National University Extension Association at Biloxi, Mississippi; two meetings with the staff of the USOE Community Service and Continuing Education Branch in Washington, D. C.; a conference on the Continuing Education Unit sponsored by the Southern Association of Colleges and Schools in Atlanta, Georgia; the 59th Annual Conference of the National University Extension Association at Denver, Colorado; the Community Service and Continuing Education Eastern Regional Workshop at Philadelphia, Pennsylvania; the 1st Annual National Conference on Community and Campus at Washington, D. C; the Florida Title I HEA Conference for Institutional Representatives at Tampa, Florida; and a meeting of the National Steering Committee of Title I State Administrators in Sun Valley, Idaho.

The in-State activities included: two meetings with members of State Government, including the Director of the Office of Urban and Federal Affairs and the Administrative Assistant to the State Comptroller of the Treasury, at Nashville to discuss community service and continuing education programming needs and priorities and other State and Federal programs; two meetings of the State Advisory Council for Title I and two meetings of the Executive Committee of the Council to consider problem areas, priorities, and program needs; one meeting of professional adult educators at the Tennessee Adult Education Association; a one-day workshop for Title I project directors and institutional representatives to encourage cooperative working relationships and explore Title I programming; twelve planning sessions with the Statewide Consumer Education Program Planning Council and coordinating institution; two meetings with the Tennessee Statewide Consumer Education Advisory Committee; a meeting with each of the fourteen participating institutions in the Tennessee Statewide Consumer Education Program to explore future programming during calendar year 1975; two meetings with the Statewide Local Government Training Advisory Committee; a series of planning sessions with interested institutions, governmental agencies, and community leaders to explore programming in Community Planning, Growth, and Leadership; and site visits and working conferences at selected campuses across the State to discuss program priorities and the specific aspects of community problems for current and future programming under Title I.

The procedure followed in earlier annual program amendments was to include a section entitled "Community Needs in Tennessee." This section was an up-dated edition of the summary chapter of the 1966 demonstration project. This section was a detailed identification of problems in ten problem areas and included problems that could not be alleviated through community service and continuing education programs, problems that did not meet the current priorities under Title I programming, and problems that required programs that were not eligible under Title I.

Although this procedure was clear to the State Agency, it produced confusion among institutions of higher education who expressed an interest in participating under Title I in meeting some of the identified needs. In an effort to clear up the situation and explicitly limit Title I program stimulation to eligible priority problems, this detailed listing of all problems identified in the 1966 demonstration project is omitted from this annual program amendment. An adequate identification of priority problems will appear in each basic program area under Section C on The Statewide Program, FY 1975-1977.

B. STATEWIDE PROGRAM PRIORITIES, FY 1975-1977

For the past four years the State Agency has been involved in a continual process of narrowing the focus of Title I programming to a few selected areas of emphasis. This has been encouraged by the U. S. Office of Education in an effort to make the best use in each State of the limited federal funds available under this program. The Tennessee experience since FY 1972 with the Statewide Consumer Education Program has demonstrated the benefits of interinstitutional cooperative programming: new channels of communication are being opened; common problems are being identified; expertise is being shared; and resources of institutions of higher education and other agencies are being utilized.

Efforts during FY 1975 will build on this cooperative programming experience developed during fiscal years 1972, 1973, and 1974. The State Agency has further narrowed the program thrust for fiscal year 1975 to two basic areas, as follows:

1. *COMMUNITY PLANNING, GROWTH, AND LEADERSHIP - 60 per cent;*

2. *CONSUMER EDUCATION - 40 per cent.*

These two program areas were established after consultation with the State Advisory Council on May 22, 1974.

Due consideration has been given to the existence of other federally financed programs dealing with similar and other community problems (including the Model Cities Program, the Environmental Education Act, the Drug Abuse Education Act of 1970, the Education Professions Development Act, Title VIII of the Housing Act of 1964, the National Foundation on the Arts and Humanities, the Intergovernmental Personnel Act, the Appalachian Regional Commission, and the Office of Economic Opportunity), and to the resources of institutions of higher education that are existent for, and adapted to, the development and operation of community service programs related to specific aspects of the selected community problems.

The State Agency recognizes that substantial funds are available through other Federal and State programs for problems such as environmental quality, drug education, health, law enforcement, and transportation. Significant programs for these and other problems in a similar situation will not receive high priority in the program focus for fiscal year 1975. However, there may be supportive or cooperative roles for community service programs in respect to a number of these problems. The

State Agency will not preclude the submission of proposals which are concerned with the above problems, or aspects of community problems which may not be specifically described in this annual program amendment.

The efforts to sharpen the focus on the problem areas and priorities for future Title I programming will be a continuous process. The selection of the above problem areas is a step in this direction.

The original aim of Title I to utilize as many institutions as possible in the program may suffer due to limited federal funding and the expedience required for continued funding in the short run. However, institutions which have previously participated in Title I programming in Tennessee could continue their participation through consortia arrangements. For such consortia to be truly viable and to be able to conduct meaningful programs, a real partnership effort in developing and conducting programs will be required by participating institutions. This will call for a sharing of responsibilities and duties to a degree not generally characteristic of previous program efforts.

The State Agency also strongly encourages participating institutions to work closely with community organizations and government officials in their area in developing priority programs. *FOR REGIONAL AND STATEWIDE PROGRAMS MAXIMUM COOPERATION/COORDINATION WILL BE REQUIRED BETWEEN PARTICIPATING INSTITUTIONS, COUNCILS OF GOVERNMENT, DEVELOPMENT DISTRICTS, AND APPROPRIATE STATE GOVERNMENT UNITS.*

C. THE STATEWIDE PROGRAM, FY 1975-1977

Operating Philosophy and Statewide Objectives

It is the intention of Title I in Tennessee (1) to encourage all institutions of higher education to contribute as fully as possible to solution of community problems through community service programs, and (2) to encourage these colleges and universities to strengthen and improve their institutional competencies in community service programming for the ultimate purpose of assisting the people of Tennessee in the solution of community problems. This section on operating philosophy and statewide objectives is designed to help participating institutions to develop or improve or strengthen their community service programs aimed at helping people in solving the community problems identified by the State Agency as priority problems for Title I programming.

Title I is designed to aid community service efforts in problem solving that are appropriate to higher education institutions. This, of course, requires a commitment on the part of the college or university to assist people in the solution of community problems and a desire to cement, on a more-or-less permanent basis, an effective and viable relationship between our institutions and our communities.

Ideally, any college or university desirous of participating in educational and training programs under Title I ought to do these three things: (1) ascertain its own commitment and interest in certain areas of community service, and not be tempted to let the federal funds stimulate

it to go in certain directions it does not desire to go; (2) determine which aspects of its public service program it wishes to develop and strengthen (which will also assist in the solution of identified community problems) and which aspects it would be willing to maintain in the future (when Title I funds are no longer available); and (3) at this point, submit Title I proposals that will (a) be in line with its own commitment and interests, and (b) aid the institution in the development of its identified community service program. This will preclude an institution of higher education from being stimulated to develop a short range, one-time approach to Statewide priorities established under Title I.

Title I was enacted with the assumption that colleges and universities possess a body of knowledge, skills, and information which could be readily and effectively applied to the solution of community problems and that these institutions were just waiting for a vehicle such as Title I to be created so they could apply these resources. For all their knowledge and expertise, colleges and universities have not moved, as quickly and as effectively as anticipated, to get involved in their communities--however they define them. In fact, some institutions harbor a reluctance to do so, clinging to the traditional functions of teaching and research while giving only lip-service and catalog rhetoric to the function of community service and continuing education for adults.

The State Agency sees the problem of helping or encouraging higher educational institutions to become really meaningfully involved in their communities as a significant one in Tennessee. As mentioned above, a visible, tangible commitment on the part of the institutions to the public service function is a necessary condition for the resolution of community problems. In order for this commitment to be a sufficient condition, institutions must determine, individually, how they can best serve their communities in line with their particular strengths.

This problem is faced by two different groups of higher education institutions: (1) those who have been involved, in some way, in programs of community service prior to and after the enactment of Title I; and (2) those who have not. In fiscal year 1975, all eligible institutions will again be encouraged to participate in the State program whether they have had a history of involvement in community service.

There are several institutions of higher education in Tennessee which are, in effect, urban universities. These institutions will flourish or perish along with the cities of which they are (or should be) a part. To be a really great (urban) university, these institutions must become involved in the city's problems; their faculties must play a role in the solution of the urban crisis. And this crisis is just as real in all of Tennessee's urban areas as it is in New York, Chicago, and Detroit. These institutions must apply their resources to the most pressing problems of the cities and our times. This message is clear; it is being stressed daily all across the nation. What is not clear is whether the message has been received and understood by these institutions of higher education in Tennessee!

Title I cannot hope to solve all the problems. But it can, for example, encourage higher education institutions: (1) to experiment with ways of getting various kinds of individuals and groups together to work out cooperative, community-wide solutions to human relations problems, with an emphasis on improved community dialogues; (2) to experiment with new ways of effecting attitudinal changes within specific groups and individuals, especially in approaches to the problems of poverty and race; (3) to experiment with new ways of training administrative personnel from various public and private agencies working directly with the poor; from non-profit and community neighborhood social and civic organizations in better understanding the problems of the poor; from government, business, and education in better relating to the poor; and (4) to experiment with ways for determining what institutional and/or community resources are necessary and sufficient to effect social change in the areas stressed in the Title I legislation.

The State Agency will operate under certain kinds of assumptions about community service as an educational process. These assumptions have entered into the development of this fiscal year 1975 annual program amendment and will affect how it is carried out.

1. Continuing education is a process for bringing subject matter experts to situations and locations where use can be made of their relevant skills and knowledge, whether within or outside of a classroom. Experts must be brought close to the problems if they are to be useful in solving them. Both short-range and long-range solutions may be sought.

2. Community service is not only the transfer of accumulated knowledge. It may mean making people aware of unvoiced or imminent concerns through action-directed research and problem-identification activities. It may also mean some accumulation of knowledge through result-oriented research.

3. There are no "best" educational formats or processes in community service. The essence is flexibility and inventiveness in devising mechanisms and situations for the application of knowledge to the needs of society.

4. Providing effective community service through the continuing education process to aid the citizens of the State in community problem solving requires a carefully integrated Statewide system intimately tied into the campuses of educational institutions of the State. The distribution of problems in Tennessee does not now and is not likely to fit the distribution of talent suitable to work on them. Administrative and staff costs will be lower and quality of service higher where the resources of all institutions are available throughout the State and are not "fenced off" in any way.

A variety of mechanisms already exist which currently are dealing with community problems. Educational efforts under this Act will need to blend with, supplement, improve, and assist other efforts as well as to

provide educational activities, services, and perspectives unique to higher education. The primary focus of Title I is the teaching-learning process in its various forms.

Possible Types of Activities

The following list of possible types of activities is designed to supply proposal applicants with suggestions about the various ways community service projects can be conducted.

1. Seminars, conferences, institutes, clinics, demonstrations, forums, or workshops on a local, regional, or Statewide basis.

2. Formal academic or nonacademic extension, correspondence, and continuing education courses taught off or on the college or university campuses.

3. In-depth training or inservice training programs such as week end or evening training for community economic and leadership development, for elected officials or judges, and so forth.

4. Counseling, technical assistance, and consulting services which are not available elsewhere in form or subject matter.

5. Experimental or demonstration action-direction research programs, designed for pilot work or evaluation, or designed to identify and develop new, expanding, or improved approaches to the solution of community problems.

6. Mass media, such as radio and television, to provide supplemental work in addition to current uses of this method or type of activity.

7. Other innovative programs of instruction and study, including pilot educational work to motivate community groups in developing techniques for successful community action programs.

Specific Aspects of the Statewide Program

To the fullest extent practicable, this annual program amendment is designed to contribute to the development of a comprehensive, coordinated, and Statewide system of Community Service and Continuing Education Programs; the specific aspects for which financial assistance is requested for the fiscal year ending June 30, 1975, are described above and below.

The State Agency will solicit program proposals from all eligible institutions of higher education in Tennessee by letter on August 1, 1974, and again on December 1, 1974. Fiscal Year 1975 program suggestions are grouped below according to the type of problem they attempt to resolve. *IT IS ESSENTIAL THAT LOCAL PARTICIPANTS AND COOPERATING AGENCIES BE SIGNIFICANTLY INVOLVED WITH STAFF MEMBERS AT COLLEGES AND UNIVERSITIES IN THE PLANNING OF PROGRAMS AND IN DEFINING THE LOCAL VARIATIONS OF THE PROBLEMS TO BE RESOLVED.*

COMMUNITY PLANNING, GROWTH, AND LEADERSHIP. Proposals in this category are based upon the concept that the community development process must involve the desire of a community to seek assistance from colleges and universities to improve the overall conditions of the community. This appears necessary whether this desire or request is stimulated by the institution or is originated within the community. This concept involves the use of higher education resources as the community identifies: (1) its problems, (2) available or potential resources, and (3) approaches to solving the problems or improving the specific conditions existent in the community. Especially suitable for this area would be educational programs designed to improve government-citizen relationships through a better understanding of how government functions, what the needs are for tax revenues, the source of tax revenues, and reasonable alternatives to government-controlled, tax-financed programs. Educational programs in this category could be designed for government officials and employees, leaders in the community, citizens within the community, or a combination of people from these three constituencies. These programs would primarily be designed to improve some aspect of the collective status of the community.

The State Agency will encourage two program thrusts under this category. The first thrust will be devoted to encouraging interested and selected institutions of higher education to become involved in community service programming through first-time projects under Title I in the area of community development programs. These first-time projects will be designed to get the participating institution involved in its immediate community, on a small scale, to demonstrate the feasibility and value of community service programming. These projects will be limited to a few institutions per year for the next several years, and there will be a requirement for the institution to demonstrate its continuing commitment to community service programming. An attempt will be made to include these first-time participating institutions in consortia arrangements in an effort to provide optimum assistance to their initial program efforts.

Related to this program thrust of involving new institutions in community service programming, there has been a continuing effort since fiscal year 1972 to encourage experienced institutions to conduct programs of assistance designed to help those institutions not actively involved in community service programming. During fiscal year 1972 the State Agency funded two projects with this purpose in mind: (1) the program on "Private Higher Education Approach to Community Service" conducted by Southwestern at Memphis, involving the president and adult education director of the forty private colleges and universities in Tennessee; and (2) the "Public Community College Project" conducted by The University of Tennessee, Knoxville, for the nine State-supported community colleges in Tennessee. This second program led to the funding of an expanded effort in fiscal year 1973 to provide "Staff Assistance to Public Community Colleges" on a pilot basis for five of the nine public community colleges. During fiscal year 1974 this program was continued and expanded to work with the State's ten public community colleges. It is projected that this working relationship between The University of Tennessee, Knoxville, the ten public community colleges, and The State University and Community College System of Tennessee will be continued beyond June 1975 without Title I support.

The second and MAJOR thrust of this program category will be the development of Statewide programming in the broad area of community development, including specifically:

1. Community Growth Policy and Leadership Development. During FY 1973 the State Agency funded three localized community leadership and/or goals development programs in different sections of the State. The materials and methodology utilized in these three projects and other developments have been utilized to implement a limited Statewide approach to Community Growth Policy and Leadership Development during fiscal year 1974. The State Agency is working closely with the Tennessee State Planning Office, the State Department of Economic and Community Development, the Tennessee Valley Authority, interested public and private institutions of higher education, and local government and community leaders in the development of this program thrust. It is projected that a more comprehensive approach, geographically and programmatically, will evolve through this planning mechanism during fiscal year 1975.

The need for Community Growth Policy (comprehensive community planning) and Leadership Development must be viewed against the background of revolutionary social change hastening the increase in problems. At no other time in history have communities been subject to as many vicissitudes of change. There is a growing concern today on the part of the general public and opinion leaders from various walks of life for the preservation and development of our communities. Change is one of the few certainties in the modern world. The question is not whether a community chooses to change--but whether the change will be planned or unplanned.

In our concern for Community Growth Policy and Leadership Development, two somewhat different but related problem areas emerge:

1. Significant numbers of people in our communities lack information on available community resources and/or the deficiences thereof; they lack an awareness of community problems and a knowledge of the means for identifying alternative strategies for the solution of such problems.

2. The major responsibility for providing direction to the solution of the multitude of community problems rests primarily with the existing, known, and visible leadership, with the result that meaningful input from other segments of the community is often not received. There is a need of decision-making with respect to identified community problems and, in the process, to contribute to the creation of a larger cadre of community leaders.

Mayor C. Beverly Briley of Nashville-Davidson County was in Washington recently to tell the World Future Society what it is like trying to run an American city these days: "Today's city mayor is a man who, with a one-year appropriation, and a four-year tenure, tries to implement solutions which need a 10-year lead time to solve problems which have accumulated over 20 years, or possibly more."

The "New Federalism" has instituted revenue sharing as an effort to assure local communities some economic control over their own destinies in terms of governmental services. It makes no sense to build governmental program upon program, to proliferate agencies, or to pour millions of dollars into solving local problems without a cadre of broad-based local leadership with the ability to spend dollars wisely or to fully draw upon local resources. Local citizens are confused and overwhelmed There are so many problems to deal with and so little money and time for decision making that community leaders often wind up seeking "political" solutions instead of "community" solutions.

Pollster Lou Harris recently told a Senate Subcommittee considering a federal government "sunshine" bill that the American people today not only want to be "cut into the action" of how to govern themselves, they have made up their minds to insist on it. "It is my prediction now," said Harris, "that, in the latter part of the 1970's, you are going to see the most massive outpouring of citizens involvement this nation or the entire world has ever seen before."

It is hoped this effort in Community Growth Policy and Leadership Development can serve as a catalyst to broaden citizen participation in the decision making process, enabling a cooperative working relationship between government and community leaders that will explore the hard truth of community problems, resources, and alternatives for action. Tennessee is one of ten states where the quality of life is "substandard," according to a study conducted by Midwest Research Institute. The State ranked 40th in the study with its poorest showings in agriculture (tied for 47th), education (tied for 46th), and local government (46th). This program should be able to assist in the improvement of the local government process by fostering a greater degree of open discussion of problems that are of mutual interest to all, both those who feel the immediate effects of action (or inaction) and those who have the responsibility to decide to do (or not to do) certain things. At the very least it should encourage a closer coordination of existing resources.

The program will be futuristic in nature; dealing not only with today's issues, but also tomorrow's. This will be the beginning of a long range effort to improve the standard of life for all Tennesseans through the development of a well-reasoned Community Growth Policy and broad-based Community Leadership. The long range goal is to develop effective cooperation and coordination between institutions of higher education and governmental and civic agencies in the identification of similar community needs and in the development of strategies and management skills among the community's leaders, present and emerging. This could lead to a cooperative consortium approach (institutions of higher education and federal, regional, state, and local agencies) to problems/opportunities other than those involving Title I.

The specific objectives of the program are:

1. To increase the awareness of universities, colleges and other agencies of their role pertaining to Community Growth Policy and Leadership Development by improving the skills, knowledge, and techniques of their identified personnel in these areas.

2. To identify potential and existing community leadership

3. To provide leadership various opportunities to become more knowledgeable and skilled in participating in the community decision-making process.

4. To increase knowledge of available resources.

5. To develop the ability to identify community needs and to develop the ability to determine the communities' priorities within these identified needs.

6. To encourage intergovernmental and interagency cooperation and involvement and to develop skills to achieve this objective.

Institutions and organizations that participate will be making a long term commitment to get involved in projects dealing with Community Growth Policy and Leadership Development designed to help the citizens of their communities cope with, and better direct the growth and changes of today and tomorrow.

Representatives or instructors from institutions of higher education and identified present and potential leaders from rural, suburban and urban communities which could include state and local government officials will be the target population. It is projected that 400-500 direct participants will be involved initially in program activities in selected communities across the State. Once the program approach is organized, and additional 200-300 participants could be involved through task force, rap group, and advisory committee arrangements. Because of the complexities of the larger urban areas, including difficulties with citizen participation in Model Cities and Urban Renewal programs, activities during FY 1974 and FY 1975 may be directed to communities outside the four major metropolitan areas.

Program projections for fiscal years 1976 and 1977 would concentrate on a more comprehensive, coordinated Statewide program. Target populations would be increased to more localized community groups, designed to reach an additional 1000 participants in each year.

CONSUMER EDUCATION. During fiscal year 1972 Consumer Education was established as a major category under Title I. A modest start was made for a Statewide program in Consumer Education through an informal consortia of ten campuses across Tennessee. This first year program was designed to provide consumer education training for professionals, paraprofessionals, and volunteers who work with the disadvantaged. This Statewide program effort has reached 2000 such individuals. This initial effort was a curative approach and, admittedly, would be limited in its impact due to the degree of distress in the social and economic status of the various individuals in the ultimate beneficiary group.

In an effort to develop a comprehensive program incorporating a preventive approach, the first year program was expanded to include a pilot inservice training workshop for public school personnel designed to increase their awareness and informational level in Consumer Education affairs in

order to incorporate Consumer Education into the public school curriculum. This pilot workshop in five school systems reached 400 teachers in grades 5, 6, 7, and 8. This component has significant potential for cooperative programming between higher education and public schools.

Second year (FY 1973) activities have continued and expanded the curriculum development work with public school systems, initiated similar workshops for adult basic education teachers, provided Consumer Education information directly to the consumer (disadvantaged or otherwise), and worked with the business community in the area of credit management and counseling. Increased federal funding has enabled the State Agency to involve three new institutions and add a mass media component to augment this comprehensive Statewide effort in Consumer Education.

Third-year activities (FY 1974) have continued and expanded the curriculum development work with selected public school systems and provided consumer affairs information directly to the consumer (disadvantaged or otherwise) including Head Start staff members and parents of Head Start children. The project period extends from March 1 through December 31, 1974. The mass media component begun during the second-year program continues to provide consumer releases to radio, television, and newspapers and issues a monthly newsletter for previous participants in project activities. A new addition to the third-year program is materials development in the area of energy usage and waste through the UT Environment Center. This additional capability has produced four folded fliers on *"HOW YOU COULD MAKE IT CHEAPER AND BETTER THROUGH THE WINTER," "16 EASY WAYS TO CUT YOUR TRANSPORTATION COSTS," "HOW TO PAY THE LEAST AND GET THE MOST FROM YOUR APPLIANCES,"* and *"SAVE YOUR MONEY WHILE KEEPING YOUR COOL IN THE SUMMER."* There are thirteen campuses across the State conducting programming activities and two units of higher education providing special services to this Statewide effort.

In Tennessee, as almost everywhere, it is common knowledge that most of us can increase our buying power by utilizing better consumer practices. In the case of the poor, unwise spending is often the cause of poor nutrition, poor health, legal problems, and so forth. Ignorance of how to buy, what to buy, and the pitfalls to avoid all contribute to wasted dollars and a lower standard of living.

The real need for Consumer Education can be seen when the dimensions of poverty in Tennessee are realized. The Manpower Report of the Governor, State of Tennessee, 1973, indicates that: *If one were to construct a profile of the poverty family in Tennessee in 1970, the following prominent characteristics would emerge. In terms of absolute numbers, families in poverty consist primarily of rural white families. Fifty-four percent (132,676 of 244,218) of all families below the poverty line in 1970 were located in rural places. An overwhelming majority (119,395 of 132,672) of these rural poverty families were white in 1970. Tennessee urban poverty included 69,997 white families and 41,549 Negro families below the poverty line in 1970.*

During fiscal year 1975 the State Agency will continue this thrust in Consumer Education with an increased financial commitment by participating institutions. Even devoting 40 per cent of program funds to this

category will only provide limited funds, so it is expected that this effort in Consumer Education will continue in future years. The State Agency has established a Program Planning Council, consisting of the fourteen participating campuses and cooperating State agencies and private organizations, to consult with it on specific program thrusts and components in the future. The long range goals for this program are:

(1) To provide information which will increase understanding of consumer affairs, including the development and dissemination of materials and information. This program will be working closely with the State Agency for Title I in West Virginia in the implementation of a Statewide Consumer Education Program in that State during fiscal year 1975.

(2) To develop those necessary skills and competencies to optimize utilization of time and income (resources).

One of the main concerns of a program in Consumer Education is an effective means of communication. With 244,218 families below the poverty line, there will be a strong reliance on the mass media component to reach a reasonable cross section of this group. However, each of the participating institutions will offer consumer affairs information directly to the consumer with a goal of 3000 participants for FY 1975. The pilot curriculum development work with public school systems will be expanded to reach an additional 1200 teachers. Further expansion of this program component will have to be supported by legislative appropriations through the State Department of Education. It is projected that the component for the business community will reach 500-600 personnel involved with credit management and counseling. Other programming for the business sector will cover State and Federal Consumer Protection laws and other requirements they must meet.

Program projections for fiscal years 1976 and 1977 would continue an emphasis on the use of mass media to reach the general public and the large target population below the poverty level. Activities of a direct nature with the consumer will be continued, with plans made to reach an additional 3000 individuals in each year.

Because of the extent of this problem area, the limited funds available under Title I, and the many other State, Federal, and business programs in Consumer Education, Title I will have to serve primarily as a stimulating force for a more comprehensive, cooperative program involving the resources available. It is projected that the Statewide program in some format will continue beyond Title I support. A close working relationship has been developed with the State Division of Consumer Affairs, created by the 1973 Tennessee General Assembly.

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Although the State Agency firmly endorses the concept of long range planning, it is also aware of the fact that any long range plan must be constantly reviewed and updated to meet changing needs and the latest development. The State Agency has always tried to exercise the

maximum amount of flexibility to meet changing needs and situations; and while we shall adhere to the Federal requirements for this program, conditions existent in Tennessee at this point indicate that long range plans (5 years) should continue to be general rather than overly prescriptive. This operational procedure of general goals and maximum flexibility appears to be one of the major strengths of the Title I Community Service Program, which is a forerunner of the "New Federalism" and revenue sharing.

D. COORDINATION WITH OTHER PROGRAMS

The State Agency for Title I has a close working relationship with the State administrator of the Intergovernmental Personnel Act in the State Department of Personnel as mentioned earlier in this amendment. The State Agency also works closely with the Director of the State Office of Urban and Federal Affairs who represents the Governor's Office with regard to Intergovernmental Relations in Tennessee, the Law Enforcement Assistance Act, and Model Cities.

The State Agency, as a unit of the Institute for Public Service at The University of Tennessee, is closely involved with public service efforts throughout the University System. A working relationship is being developed with the Tennessee Committee for the Humanities and the Tennessee Valley Authority. The State Agency will explore appropriate working relationships with the Tennessee Commission on Aging and other selected Federal and State programs.

E. PROPOSAL SUBMISSION DEADLINES

The State Agency observes at least two funding processes each fiscal year. The final closing dates for program proposal submission are: fall funding--November 15, 1974; and spring funding--March 15, 1975. The State Agency will generally approve proposals within 6-8 weeks of these submission deadlines. All proposals will be approved prior to June 30, 1975.

F. NOTICES OF ACTIVATION

Notices of Activation on projects funded under Title I will be forwarded to the Community Service and Continuing Education Branch, Division of University Programs, U. S. Office of Education within 15 days after the date of approval of each project by the State Agency.

G. ADMINISTRATIVE REVIEW AND EVALUATION

The State Agency will make periodic, systematic and objective administrative reviews and evaluations in order to assess the status and progress of particular projects in terms of this annual program amendment and overall objectives stated in the plan. The State Agency does not anticipate any special plans for evaluation of its operations beyond the internal Management By Objectives process.

H. DISSEMINATION OF MATERIALS AND PROGRAM RESULTS

The State Agency will disseminate to other Title I State Agencies and interested parties any materials developed under Title I projects in Tennessee. The State Agency is currently involved in sharing materials with West Virginia and Florida in the area of Consumer Education. Specific program results documented through the administrative review and evaluation process will be shared with other states and interested parties.

I. FEDERAL FUNDS REQUESTED AND ANTICIPATED BUDGET

The amount of federal funds requested in support of this Community Service and Continuing Education program for fiscal year 1975 is Tennessee's allocation of the Congressional appropriation for Title I. Since there is no accurate indication of what this appropriation will be, the State Agency is optimistically requesting $350,000 in federal funds for FY 1975 to undertake the program outlined in this amendment.

Program Budget:

	Federal Funds	Matching Funds	Total Funds
Program Category:			
1. Community Planning, Growth, and Leadership	$195,000	$ 97,500	$292,500
2. Consumer Education	130,000	65,000	195,000
Total	$325,000	$162,500	$487,500

(NOTE: The percentage of program funds indicated above is based on the 66 2/3 - 33 1/3 matching arrangement now in force under Title I legislation; the total federal program funds, exclusive of the $25,000 for administration, are estimated to be $325,000.)

Administrative Budget:	Federal Funds	Matching Funds	Total Funds
Personnel Services	$ 15,405	$ 12,945	$ 28,350
Professional ($20,300.00)			
Non-Professional ($ 6,550.00)			
Consultants ($ 1,500.00)			
Employee Benefits	1,522	1,278	2,800
Travel (Staff, Consultants, and State Advisory Council)	3,396	2,854	6,250
Office Supplies and Materials	3,478	2,922	6,400
Program Audits	384	316	700
Total	$ 25,000	$ 21,000	$ 46,000

Program Budget, FY 1976-1977:

The State Agency projects that at least $325,000 plus administrative costs per year will be necessary to provide adequate support during fiscal years 1976-1977.

Program Category:	Federal Funds	Matching Funds	Total Funds
1. Community Planning, Growth, and Leadership	$195,000	$ 97,500	$292,500
2. Consumer Education	130,000	65,000	195,000
Total	$325,000	$162,500	$487,500

Program IMPACT
COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAMS
Title I of the Higher Education Act of 1965

Program IMPACT—as authorized under Title I of the Higher Education Act of 1965 (Public Law 89-329), enables the U.S. Commissioner of Education to make grants to States to strengthen the community service program of colleges and universities. The act does not restrict the types of problems which institutions of higher education may assist the people to solve, but does indicate some of the problem areas which Congress had in mind, such as housing, poverty, government recreation, employment, youth opportunities, health, transportation, and land use.

In defining community service under the act as an "educational program, activity, or service, including a research program," this legislation keeps college and university involvement in community problem solving within the parameters of the generally accepted mission and functions of higher education in the United States—teaching, research, and public service. The act does not demand that colleges and universities violate or ignore their traditional roles and become master problem solvers. It simply encourages institutions of higher education, in partnership with their communities and through specially designed educational programs, to lend their expertise to the community's efforts to ameliorate its problems. A highly effective demonstration has emerged of Federal-State teamwork in strengthening the community service dimension of higher education, and in providing problem-solving assistance to American communities.

Program IMPACT is administered as a State operation under a State plan prepared by a State agency in each State and approved by the U.S. Commissioner of Education. Each State agency, assisted by an advisory council, establishes priorities among problem areas, approves all project proposals from colleges and universities, and allots available resources to conduct projects. While the State agency assumes a significant and active role, the U.S. Office of Education provides consultation in program planning, exercises leadership in improving program performance, and encourages activities designed to meet national needs. One third of total program cost must be met with non-Federal funds. The program is conducted in all 50 States, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands.

For further information contact the:

State Agency for Title I
106 Student Services Building
The University of Tennessee
Knoxville, Tennessee 37916

Program IMPACT: Institutions and Municipalities in Partnership Assisting Communities through Teamwork